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REPORT OF THE COMMITTEE ON CLERICAL EMPLOYEES
IN THE OVERT AND COVERT OFFICES OF CIA

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I. INTRODUCTION

- A. Objective: This report is concerned with the utilization of and career opportunities for women in the clerical and intermediate groups in CIA. It covers headquarters and field employees in the overt and covert components of the Agency. To maintain uniformity with the other subcommittees' reports, overt and covert statistics are presented separately.
- B. Definitions: In its study, the Committee on Clerical Employees has considered two groups of employees. One, (hereafter designated as the "intermediate" group) is composed of persons having specialized skills, such as Radio Operator or apprentices; Personnel Assistant, as opposed to the professional or journeyman Personnel Officer; and supervisors of clerical operations. The other, (hereafter referred to as "clerical") is composed of persons having skills with office machines and procedures. This latter group includes stenographers, typists, clerks of all kinds, machine operators (e.g., Tabulating Equipment Operator), telephone operators, receptionists, etc.

It has been found that this breakdown, in the main, holds good insofar as grade ranges are concerned. The intermediate group ranges in grade from GS-5 through GS-9, with a few supervisors of highly specialized skills going as high as GS-14. The clerical group in general ranges from GS-3 through GS-6, with a few secretarial positions in "front" or headquarters offices going as high as GS-9. For purposes of this report, wage board employees, CPC's, consultants, staff agents, and military personnel on active duty assigned to the Agency, have been omitted.

Within these two categories the Committee has tried to consider the distribution of men and women in each group and the comparative grade ranges of men and women in these groups.

C. Summary

In brief, this Committee can generalize that for reasons not yet established, the proportion of men to women reverses sharply as the level of responsibility increases, and that in certain categories the grade range as it exists at the present time is more favorable to men than to women.

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Secondly, it has become obvious that certain problems exist for all personnel, whether men or women. The major ones are a high rate of turnover and the related problem of insufficient integration of clericals into the work of the Agency.

II. FINDINGS

A. Statistical: In presenting these figures, the Committee recognizes that they represent a purely static picture of the Agency, and that the factor of movement, either by appointment or promotion into a given category or level of responsibility, cannot be portrayed. Further studies in comparison of qualifications vs. grade for men and women and of time in grade before promotion for both will be necessary before a complete analysis can be attempted. The Committee was unable to perform these studies, since Agency records are not at present maintained in a form from which the material can be easily extracted in the time allotted for this project.

1. Overt Offices: Among the [REDACTED] employees in the overt Offices of the Agency, the distribution of men to women is as follows:

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		M	F
Clerical	GS 3-6	[REDACTED]	86%
Intermediate	GS 6-9	[REDACTED]	31%
Professional	GS-4 through supergrades	[REDACTED]	21%

25X9A2

The intermediate group must be regarded both as an eminence to which clerical employees can aspire, and as a training ground for professional ranks.

The percentage change in the men/women ratio from the Assistant to the Professional level is of particular interest in the following categories:

	<u>Assistants</u> percent		<u>Professionals</u> percent	
	men	women	men	women
Analysis	19%	81%	77%	23%
Edit & Pub	30%	70%	63%	37%
Admin Support	58%	42%	87%	13%

In Editing and Publishing Assistant and in Administrative Support Assistant the beginning grade for men and women is the same. In all other categories where women are employed, the beginning grade for men is one to two grades higher.

In the Library Assistant category, the highest grade is held by a woman, and in Editing and Publishing Assistant, the top grades are the same. In all other categories in which women are employed, the highest grade held by a man is one to three grades higher than that held by a woman.

In the first case, clerks, typists, and stenographers, which comprise the great bulk of the clerical group, can theoretically be advanced to Administrative Assistant and to clerical supervisory positions without acquiring additional skills beyond a knowledge of office procedures and an ability to handle people. In these positions the distribution of men to women is as follows:

	M	F	M%	F%	
Clerical			11%	89%	25X9A2
Admin Asst and Clerical Supv			27%	73%	

Grade ranges for men and women in these categories are the same.

Similarly, Machine Operators hope to be advanced to Supervisors and Planners. In these positions the distribution of men to women is as follows:

	M	F	M%	F%	
Operators			42%	58%	25X9A2
Supvs and Planners			76%	24%	

In this latter category the grade range held by men is GS 5-14, by women GS 5-10.

In the intermediate group, in addition to these categories to which clerical employees aspire, there are seven relatively large categories of "assistants" which run parallel to and might be considered training for professional categories. These are:

	Assistants						Professionals					
	M	Grade	F	Grade	M%	F%	M	Grade	F	Grade	M%	F%
Analysis												
Library												
Edit and Pub												
Statistics												
Admin Support												
Tech												
Graphics												
Total												

2. Covert Offices: Among the [REDACTED] employees in the covert Offices of the Agency, the distribution of men to women is as follows:

25X9A2

		M	F	M%	F%
Clerical	GS 3-6 ^{1/2}	[REDACTED]	[REDACTED]	12%	88%
Intermediate	GS 6-9 ²	[REDACTED]	[REDACTED]	40%	60%
Professional	GS 5 through supergrades	[REDACTED]	[REDACTED]	82%	18%

25X9A2

- 1/ With one exception at a GS-9
 2/ With one exception at a GS-12

A comparison of clerks, typists, and stenographers to administrative assistants and clerical supervisors shows the following:

	M	F	M	F
Clerical	[REDACTED]	[REDACTED]	5%	95%
Admin Asst and Clerical Supv	[REDACTED]	[REDACTED]	27%	73%

25X9A2

Grade ranges for men and women in those categories are the same.

A comparison of headquarters (Washington personnel) with field figures reveals that the major part of the shift in the proportion of women from the clerical level to the administrative assistant or supervisory level takes place in the field.

	M	F	M	F
<u>Headquarters</u>				
Clerical	[REDACTED]	[REDACTED]	5%	95%
Admin Asst and Clerical Supv	[REDACTED]	[REDACTED]	18%	82%
<u>Field</u>				
Clerical	[REDACTED]	[REDACTED]	8%	92%
Admin Asst and Clerical Supv	[REDACTED]	[REDACTED]	35%	65%

25X9A2

*The totals given here differ from those in the covert professional report as there was a reorganization in the DD/P area between the times the statistics were gathered for the two reports.

Admin Hq
Admin Field
Budget Hq
Budget Field
Personnel Hq
Personnel Field
Security Hq
Security Field
P&S Hq
P&S Field
Intel & Ops Hq
Intel & Ops Field

[illegible]

	Assistant's percent		Professional's percent	
	M	F	M	F
Budget - field	57%	43%	91%	9%
P & S - field	83%	17%	97%	3%
Intell & OPs Hq	9%	91%	69%	31%

	Assistant's percent		Professional's percent	
	M	F	M	F
Admin Support Hq	67%	33%	73%	27%
Admin Support Field	75%	25%	88%	12%

It may be noted that in two of the above categories of intermediates, Budget Assistant, headquarters, and Personnel Assistant, field, the grade ranges for men, both minimum and maximum, are one to two grades higher than those for women.

- B. Observations: Any agency or organization is dependent on its clerical force for efficient operation. Since the clerical force in this Agency is composed primarily of women, the Panel felt that a study should be made of clerical problems, apart from the question of discrimination.

As stated above, certain problems exist for all clerical personnel whether man or woman. The major ones are a high rate of turnover and the related problem of insufficient integration of clericals into the work of the Agency. The Committee was able to gather only fragmentary statistics in the course of its study of these problems. However, on the basis of a study of exit interviews for personnel in grades GS 3-9 from 1 January 1953 to 1 September 1953, and a relatively wide range of individual Committee contacts throughout the Agency and its collective experience in the Agency, a general picture of these problems has been developed.

Although figures of those leaving over an 8-month period cannot be accurately compared with the on-duty strength of an organization at any one time, an approximate percentage may be obtained of the turnover. A study of the exit interviews revealed the following:

	Overall	Men	Women
Total number of cases			
Total Agency strength in the grade ranges under study as of 30 June 1953			

The approximate turnover rate was 12%. Of those leaving, 31% were men, and 69% women, although the proportion of men to women on duty in the Agency in this grade range was 45% to 55%. Surprisingly enough, however, of the three major categories among the reasons given for leaving, by far the largest was "other job," which accounted for 157 resignations. The next, as was to be expected in this group, was "marriage" with 121, but the third, apparently related to the first, was "dissatisfied," with 94. It is recognized that no statistics on reasons for resignation can be relied on for absolute validity. The individuals concerned frequently fail to give the true reason and often there are many factors contributing to the decision to go. At most these figures suggest a relatively large group of "dissatisfied" clerical and intermediate employees, some of whom have resigned.

Through the Committee's individual contacts, spot interviews, and collective experience in the Agency, however, slightly more revealing though still generalized problems were developed.

1. Misconceptions, wild rumors and a feeling of being a nameless cipher develop in the Interim Assignment Branch, despite the best efforts of those in charge, and are frequently perpetuated due to

2. lack of orientation for the individual clerk on his or her permanent assignment. Office practices in this vary with the sophistication of the individual supervisor but the frequency with which this complaint is heard suggests that it is a relatively widespread difficulty.

3. Inconsistencies in hiring and promotional practices which the individual clerk discovers both in the IAB and upon permanent assignment create discontent.

4. Nonutilization on the job of skills acquired previously looms large as a cause of dissatisfaction. Stenographers lose their speed, potentially able clerks are frequently not given the opportunity to assume the responsibility of which they are capable, and little if any systematic effort is made to move the able ones from the clerical group to the intermediate group or from the intermediate group to the professional group. The natural desire of the office to retain a good clerical employee, particularly in view of the difficulties involved in getting a replacement, is understandable to the bystander but not particularly comforting to the clerk.

5. Inherent in all these problems and frequently voiced is the feeling on the part of many clerical employees that they are not handled as individuals. It is expressed in different ways: "You have to throw a fit or resign to get any attention," "You're treated like a cipher," "There's such a gulf between the clericals and professionals."

III. RECOMMENDATIONS

It is recognized that there is traditionally a large turnover among clerical employees for reasons beyond the control of the Agency (such as marriage or pregnancy), and that the Agency's investment in a clerical employee is a minor one when compared with that in a professional. It is also recognized that efforts have been and are being made to overcome many of the problems arising in the clerical and intermediate groups. However, an organization as demanding security-wise of its employees as CIA, and depending on college graduates for as much as 25 percent of its clerical labor supply, should offer unusual rewards, not necessarily in money but in esprit de corps for its employees. Therefore, the following recommendations are made:

- A. The Career Service Board place greater emphasis on the clerical and intermediate groups of employees by designating individuals of the existing boards specifically to consider these problems in order to:
 1. provide for progression, when an individual is qualified, from the clerical to intermediate and on to the professional group. It is pointed out that this is the Agency's least expensive source for assistants and junior professionals, and
 2. provide for advancement within the clerical group - further utilizing qualified employees from any part of the Agency for filling the higher clerical positions and further utilizing the training facilities of the Agency as to allow an individual employee to develop additional skills benefiting his personal career.
- B. In each organizational unit one individual should be specifically designated and given publicity to handle clerical problems which for one reason or another cannot be taken up with the supervisor or have been disallowed by him. (This would vary with the size of the unit, e.g., a relatively small office would need only one whereas some of the larger Divisions might need one for each Branch.)
- C. Appoint a counsellor to the Interim Assignment Branch who is a mature individual indoctrinated in all facets of the operations of the Agency with authority and ability to handle personnel problems. This might alleviate the confusions generated during the holding operation. In itself the problem of rumors about "Building 13" would require an Agency veteran to reconcile the Agency's security demands with the limited comprehension of a brand-new high school graduate.

- D. Further effort on the part of Agency components to find suitable and valid work for clerks, typists, and stenographers during their tour in IAB should be rewarding to both participants.
- E. Supervisors provide further orientation for new employees at the section or unit level. An incoming employee automatically receives indoctrination in the Agency, its overall functions and component parts. However, too often, particularly in the groups covered by this report, there are employees who have been told only what their specific duties are, and have not been given any conception of the mission and function of the unit and the part it plays in the overall functioning of the Office. An initial introduction with further explanations when the employee's initial confusions have been dissipated would pay dividends.
- F. Additional studies be made which this committee was unable to undertake, but which would be of value in determination of possible Agency discrimination against women and in clarification of clerical problems in general:
 - 1. Qualifications vs. grades in various categories.
 - 2. Time-in-grade for men and women by categories or types of positions.
 - 3. Additional studies in turn-over rates by categories, types of work or grade ranges, rather than the Agency-wide figure now in use.